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# SCHOOL DIVISIONS IN ALBERTA



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*Pioneering in*  
**SCHOOL**  
*Administration*

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**SCHOOL  
DIVISIONS  
in  
ALBERTA**



*Pioneering in*  
**SCHOOL**  
*Administration*





To the memory of Honourable William Abernethy who planned the organization of the Divisions and guided them from their inception until the hour of his death, this booklet is dedicated.

HONOURABLE WILLIAM ABERNETHY  
Late Premier and Minister of Education of Alberta

The courage in the first few years, the energy for all six years, the vision that carried him through; these things are his memorial.



HONOURABLE R. E. ANSLEY  
Minister of Education

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# Foreword

So much interest has been manifested in the progress of the large school unit in Alberta on the part of people both within and outside the Province that the Department decided to issue a series of reports which would form as it were a continuous and complete record of our experience. The first of these entitled "One Year's Experience" appeared in 1938. The second "After Three Years" was issued in 1940. The present brochure is designed to end the series since the Divisional organization is now complete and well established. Problems of administration are now routine, resembling those ordinarily met by town and city boards with, of course, the additional responsibilities incidental to transportation of pupils.

The Department of Municipal Affairs, encouraged by the success of the large school units, has embarked on a plan for the complete reorganization of the rural municipal set-up. Forty of these large municipal districts are now in operation. This number will be increased by perhaps three or four when reorganization is complete. With health districts conforming in boundaries in the main to those of the School Divisions it will be seen that Alberta has the minimum of governmental machinery and provision for the maximum of efficiency in the management of its rural areas.

All this reorganization has been a great adventure. At the outset many of the elder ratepayers who had given generously of their time and abilities to the promotion of school and municipal matters through the local organization were genuinely and sincerely alarmed at the proposals to take this control away from them and vest it in trustees and councillors whom they did not know. The Minister of Education, in launching the plan, wisely decided to leave undisturbed the original boundaries of the local districts. As a consequence he was able to promise that at the end of five years he would, on petition of a majority of ratepayers, restore the original system of administration. In this way he justified his procedure in going forward with his plan of reorganization without waiting for popular demand. A perusal of the record set out in these pages will show how fully that faith has been rewarded.

*G. Fred McNally*

Deputy Minister of Education.

The following statement taken from the Twenty-first Year Book of the American Association of School Administration sets forth the underlying philosophy of those who pioneered in the reorganization described in this booklet.

"That each youth possesses certain abilities which he needs be helped to discover and be inspired to develop and use to the utmost. This latent ability of youth is a nation's primary resource and on its development national welfare rests. It therefore becomes a primary function of the state and nation in the interest of its own welfare to establish the agencies for discovering abilities; for providing means for the development of abilities, whatever kind they be; and for stimulating youth to develop them."



# The School Division's HISTORY and ORGANIZATION

WHEN the Province of Alberta was formed in 1905, there were within its boundaries, and in actual operation, 476 school districts most of which were rural. These districts continued to function and, as time went on, the settled rural parts of the Province were organized into similar districts each from sixteen to twenty square miles in extent, each with its own school board and each an autonomous unit of administration.

Such a system of administration represented decentralization of authority to the greatest possible extent and suffered all of the weaknesses of uncorrelated effort. By the year 1935 it had become apparent to those who had made any comprehensive study of conditions that educational progress, especially in rural areas, had reached its practical limit unless there were developed some sort of administrative unit which could deal with problems over a larger area and with the ability to bring greater resources to bear upon them.

It was clearly evident that there were vast differences in the educational opportunities afforded rural children not only over the whole Province but even in adjoining districts. Most schools were too small to make even the least attempt to provide advanced and diversified courses of instruction. There was great variation in the incidence of taxation. There was no schedule of salaries for teachers and no channel of promotion other than that of shifting from one employing board to another. Administration and the relationship of the community to the

school in far too many districts were at very petty levels.

Successful experiments had already been made in centralization of rural school authority in other parts of the British Commonwealth and in the United States, and two interesting mergers had been effected in this Province. The latter were the Berry Creek Area, a dried out portion in the South-East, and Turner Valley, an industrialized oil-producing area. They had proved to be so successful that the Minister of Education determined that legislation should be provided which would enable him to extend the principle throughout the Province. In 1938, the Legislature amended The School Act to provide for the establishment of School Divisions, the first move of its kind in the Dominion of Canada.

School Divisions are set up by Ministerial Order. Each consists of from sixty to eighty districts. There are some smaller ones necessitated by geographical considerations and sparseness of settlement. The boundaries are determined after careful study of topography, transportation facilities, population, marketing centres and community of interest. In all cases electors' meetings are held throughout any area which it is proposed to form into a School Division so that the people may be heard and informed as to the intention of the Minister of Education; but no vote is taken, there being no provision for such in the law. Within seven years vocal objection has changed to passive acceptance, and finally, to grateful endorsement of the Government's centralization of rural school administration.



Divisional Board Office

The affairs of a Division are administered by a Board of Trustees, three or five in number, each representing a sub-division and elected for a period of three years. This Board engages a full-time secretary-treasurer who cares for the business affairs of the Division and is available at the Divisional office during usual office hours. According to the size and needs of the Division he may or may not have stenographic assistance.

Only rural school districts comprise a Division when it is originally organized. Subsequently towns and villages may join it by mutual agreement and have been steadily doing so. There is good reason to believe that before long all villages and most towns will have become part of the School Division system.

Divisional Boards have a wide range of powers and responsibilities of which the following are indicative:

- (1) To provide school and other buildings which may be deemed necessary, such as residences for teachers and dormitories for pupils.
- (2) To employ and place all teachers required by schools within the Division.
- (3) To prepare and adopt a salary schedule subject to collective bargaining with the teachers' executives.
- (4) To provide supplies required by the schools of the Division.
- (5) To provide a library service for all schools.
- (6) To prepare an annual budget and to requisition the municipal authorities for such portion of the revenue as must come from taxation.



Divisional Boards may also, at their discretion, provide such medical, nursing and dental services as they consider necessary to safeguard the health of the children of the Divisions; or they may undertake to budget for the services of a full-time Health District, to the up-keep of which the Department of Public Health also contributes. They also have power to provide such other services as may advance the educational interests of the Divisions. In short, the Divisional Board not only does for each school what its local board was expected to do, but is able to provide for its component units services which, as individuals, they could not have obtained without this correlated effort.

The Inspector of Schools continues to represent the Department of Education in an inspectorate which usually includes one School Division and the towns and villages within its bound-

aries. He acts as Superintendent of the Division, serving the Board in a consultative capacity. Through the Divisional organization his association with the staff of teachers and with the administration of the schools is more effective than it formerly was. Divisional Boards and Superintendents have worked most harmoniously together and the resulting progress has been noteworthy in a variety of directions.

Local school districts, although part of a Division, continue to elect Boards of Trustees. Their powers are limited, but, when active, they render very valuable service to their districts by caring for local matters and by keeping the Divisional Board informed with respect to requirements and conditions prevailing locally.

School Divisions now comprise practically the whole of rural Alberta. There are fifty of them in operation including 3,515 school districts.



Divisional Board in Session



## The High School

**PRIOR** to the formation of the Divisions the High School education of rural children was almost entirely a matter of parent responsibility — responsibility for finding a suitable school, responsibility for transportation, responsibility for board and lodging. Yet the young rural Albertan was just as much entitled to free and accessible High School facilities as his more fortunate urban neighbor. The School Divisions have gone a long way towards making this possible.

The methods used to accomplish this have varied with conditions. Some Divisions, particularly in the South, have centralized their High School accommodation and either transport their pupils daily to these central schools or lodge them in dormitories. Others have made special arrangements with urban boards for the accommodation of their pupils and have paid the charges mutually agreed upon. Many have paid fees for attendance in towns and cities and a few pay some maintenance allowance.

More diversified High School programs are offered in a greater number of High Schools within the Divisions than were attempted before their inception. Owing in a large measure to the progressive outlook of Divisional Boards and to their greater capacity to finance, such subjects as will permit students to elect options in accordance with their inclinations and aptitudes may now be taken. General Shop and Home Economics are offered in a greater number of schools. In fourteen

Typical High School Buildings.  
Home Economics and General Shop views.

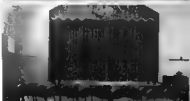
Divisions. General Shop and/or Home Economics at the High School level are offered in 27 centres while in three additional Divisions, the same is true at the Intermediate School level in 13 schools. In all there are 85 General Shop and Home Economics classrooms in operation in the Divisions. Book-keeping is now a popular elective. Divisions have purchased approximately 480 typewriters since they were formed.

This accomplishment has been achieved in seven years, the last four of which the war years, have seen difficulties and derangements of our educational system never before experienced. The very teachers needed for and capable of giving instruction in these special High School subjects were the ones who offered their services to their Country.

Despite that, three hundred and eighty-eight rooms within Divisions now offer High School instruction. Approximately six thousand Divisional pupils benefit from High School instruction five thousand of whom live on farms. If this can be accomplished in the stress of war, there is much to be hoped for in the days of peace.

Students who are unable to attend school are not debarred from taking High School instruction. Divisional Boards, in most cases, provide fees for correspondence courses. Reports show that 856 students in Divisions take programs of correspondence courses only and an equal number supplement classroom instruction by correspondence instruction when the programs at the schools attended do not provide the whole program desired.

Social Studies Class  
Gymnasium Building  
Chemistry Laboratory  
Dramatics Class  
Ready for the Show





W. H. H. H.

W. H. H. H.



## The Dormitory

THE dormitory very largely solves the distance problem. There are twenty-nine of them in the Province. All except three are operated by the Divisional Boards and the majority of them are owned by the Divisions. One is operated by a group of parents and two by a Church. Only two of the twenty-nine were in existence before the Divisions were instituted.

Through dormitory life, students learn to live and co-operate with others and form lasting social contacts. Careful supervision is provided. There are regular study periods. Social life is planned. Student self-government is often a basic feature of the organization of dormitory life.

Divisional Boards operating dormitories endeavour to make suitable arrangements for parents who are unable to pay the nominal board in cash. In some cases vegetables and farm produce are accepted in partial payment of board. Board varies from \$10.00 to \$15.00 per pupil for Divisional students. The average cost is about \$12.50 per month per pupil.

For further  
details  
see page

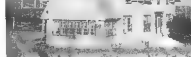


If the revenue is not sufficient to pay the running expenses, the deficit is made by the Diocesan Council. It has been found that the average expense to the Board is \$20.12 per pupil per year or about 10 cents per pupil per day in the dormitory. That is, if 100 boys and girls attend the dormitory at costs of only 10 cents per day per pupil, or \$3.00 a day for 100, it is a comfortable and comfortable life.

The average dormitory houses from 25 to 30 students. It is estimated that during 1943 there were 706 rural students resident in dormitories for High School instruction.

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Hosmer's Data: 27 mb



# Centralization



Centralized School Serving Seven Districts in Community of About Three and One-half Townships



Children enjoy advantages of more varied equipment



General Shop facilities become possible in centralized school

THE Province of Alberta with its prairies in the South, its parkland on the centre and its forests in the North has corresponding problems in rural school accommodation. In the prairies, the farm and ranch holdings are large the rural population is sparse and the chuck wind makes country roads passable practically the year round. The opposite is true of the parklands. The farms are smaller, the population is thicker and the weather and road conditions render rural travel impossible at certain times in the year. The forests of the North have problems of their own.

The accommodation problem in the prairies was speedily solved when the local prejudices of the individual districts were submerged in the cooperative action of the Divisions. When low attendance warranted the closing of a school and it was within daily driving distance of another, that school would be closed, transportation arranged and the housed building either moved to another site or otherwise disposed of. What an economy this means! One building, one teacher, one set of equipment does the work of two or even more. And what greater efficiency! Nothing can be more depressing than a school of eight pupils—probably one in each grade. In some cases the centralization culminated in a graded school with its attendant benefits.



Central Division High School  
with Home Economics wing

The advantages of the centralized school were early demonstrated. They quickly became so patent that Division after Division took action and there are now 127 such schools in operation of two rooms—58, of three—23, of four—14 of more than four—27. These accommodate 11,527 pupils—the school population of a large city in itself. Reports also show that in 1943, thirty-one Divisions operated 374 vans as a regular service. Nine hundred and eighty-eight families received payments in lieu of transportation, providing their own or boarding their children.

In the particulars of mixed farming area centralization is not necessary. As a rule school attendance warrants the employment of a teacher in each rural school. Nor will the road conditions permit the use of buses or vans. However the accommodation of High School pupils does present a very definite problem. This has been discussed and its method of treatment explained under "The High School." The dormitory is becoming the recognized means of dealing with the distance problem. Divisional dormitories have been purchased or erected even in towns or villages which are not themselves parts of Divisions, but whose High School accommodation is at the disposal of Divisions by mutual financial arrangement.



Addressing for an address in Health Education

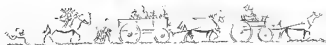




## Transportation . . . . .







This is the picture saved by our  
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## Building Programs



Large group of recently built barns and school buildings.

WHEN Divisional Boards assumed their administrative duties, they found that there was much building to be done and little money to do it with. The debenture payments of many districts were badly in arrears and the borrowing powers of these small units had practically disappeared. Still, the buildings had to be built, and they were built. Borrowing by debenture or by short term bank loan became comparatively easy; where cash reserves existed they were used, and some Divisions did particularly well in building from current revenue. It has also become quite customary to establish building funds for future use by including a capital reserve item in the annual budget.

Recent figures show that 119 one-room rural schools have been replaced by more modern buildings. 134 have been erected to serve pioneer or overcrowded areas. Forty-five replacements of two-room and three-room schools are recorded since the Divisions were instituted. A total of 133 rooms have been added to make two-room and three-room schools where there were one-room and two-room schools. This is a real service to High School pupils. Within the past five years, 1,564 schools have been painted, 44 stuccoed, and 751 have received major repairs. One hundred and seventy-five barns have been built. Divisional Boards have also built 249 teacherages. One Division provides ice houses for the teacherages. As the emergency program of building schools lessens, more attention will be given to the teacher's residence, and it will be made permanent, comfortable and beautiful, inside and out.

Undoubtedly, were it not for war priorities, the prohibitive price and inferior quality of lumber available, and the shortage of labour, the construction program would have been much greater. After the war, when these restrictions and hardships have been removed, undoubtedly a major building program will be put under way.

**W**HEN Divisions commenced operation they found that much equipment and many buildings were in great need of repair. Hence maintenance immediately became a problem, it continues as such today, and will always continue. A stitch in time saves nine.

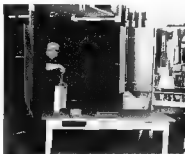
It is generally conceded that school property in a large majority of districts is kept in a better state of repair than it was under the local boards. This has been accomplished by various means. To begin with, the supervision was usually delegated to the sub-divisional trustees, who, in turn, hired local workmen to carry out the repairs. As powers develop we find that Boards employ competent permanent repair men and provide them with proper tools and repair shops. Already nineteen Divisions have adopted this method. Ten Divisions own their own trucks which the repair men use. Power tools are supplied in six Divisions. Divisional Boards also endeavour to secure the active interest of local boards in keeping their school property in good state of repair.

Systematic repair programs covering both buildings and equipment have resulted in great saving of material and have as well contributed to the educational program by providing more stimulating surroundings. Paint is purchased wholesale and is being liberally used. Some Divisions have painted all their schools. Most Divisions have a quota of schools to be renovated each



Divisional repair shop and truck

## Maintenance of Buildings & Equipment



Repair man had equipment when not in use





1000

**O**'Malley says his research, "Social Disparities in the Impact of Marijuana on the Brain," published in the journal *Neuroscience*, found people from low socioeconomic backgrounds have a higher risk of developing brain lesions and cognitive deficits than those from higher socioeconomic backgrounds. Text has been removed from the original page. I think there's a very strong correlation between the socioeconomic status of the individual and the risk of developing brain lesions and cognitive deficits.

are 240 deposits, 100 withdrawals  
 or 140 net deposits. If 100 shares  
 are sold for \$12 each, the net  
 cash flow is 1200 shares, or 1200  
 shares less 100 shares = 1100 shares.

## Books, Books, Books

misses. Although our current system does show that there are certainly more than a few problems with the current system, we do not think that we have yet fully collected. Nevertheless, we have collected an interesting, interesting system making these observations of a relatively valuable and very simple. All right to the main point, we will select and the system is not a problem.

not only have people used the benefits of paper products in the classroom, but also in the home. Most of our students have a box of paper products in their school bag. By introducing our programs to the community, we can help reduce the waste from the products that are critical to our success. This is a key objective of our green center program. Thirty-five schools have been introduced to The Box Office. In the future, we will offer green alternatives to school and social events, paper products and wrappers are used, and gifts to convert waste to

[illegible]

## and More Books

the teacher. The District has a circulating system that is free of charge. City People Library is a paid library with a small fund. Another District with a library of \$4000 is circulating books.

The circulating library consists of boxes of books which are loaned out from school to school. The boxes are paid for by circulating the boxes. The District Library is located in the school building. The boxes are loaned out from school to school. The District Library is located in the school building. The boxes are loaned out from school to school. The District Library is located in the school building.

The District Library is located in the school building. The boxes are loaned out from school to school. The District Library is located in the school building.



STREET LIBRARY

There is a street library in the city. The street library is a small building with a sign that says "STREET LIBRARY". The street library is located on the corner of the street. The street library is a small building with a sign that says "STREET LIBRARY". The street library is located on the corner of the street.

Books are loaned out from school to school. The District Library is located in the school building.



# School and Pupil Supplies

The wholesale purchase of supplies of all kinds has proved a great saving over the retail method available to all schools. With a Division except where wholly new or poor buildings exist, a school can afford to experience the

benefit of a novice receives the same supplies. The list for some of the Divisions (not necessarily the rich ones) varies as follows to hundred items supplied free. Most Divisions include less than the supplies to each school: transparent, powdered temporary color, flaps, foolscap, drawing paper, toilet tissue, basins, soap, water-pans, hectograph materials, plasticine, scissors, thumb tacks, media to assist the enterprize technique, dust preventative, playground equipment, first-aid kits, chalk-board paint.

Divisions are replacing o.d.-type equipment as fast as their means and the postwar market will permit. Many are getting rid of the old-fashioned desks and installing modern school seating. Some Divisions have more complete offerings such as pianos (using a special government grant to assist in payment), radios, water-coolers, paper towels, polishing oil for furniture, magazine subscriptions, science apparatus, phonographs, bath scales one to each sub-division, typewriters, work benches, thermometers, fire extinguishers, etc. Some Divisions supply hot lunches. The sum of many Divisions is a piano in every classroom. One Division owns as many as eighty-five pianos. Another Division owns seventy-five typewriters for circulating among the schools offering the typewriting option. One Division has two visual instruction machines. Books are becoming a regular item of Divisional school equipment. Probably the only limiting factor in this respect is the shortage of supply.

Pupils' supplies are handled by different Divisions in different ways. Some provide the supplies free of charge, others retail them at cost.

These supplies comprise practically everything needed by pupils when at work in school, with the exception of textbooks, but even there a beginning has been made with free texts to all elementary and Intermediate School pupils supplied by at least one Division.



# HEALTH

**B**EFORE the organization of the Divisions little was done to insure the health of school children. Divisional Boards now cooperate with Public Health in Districts organized and conducted by the Department of Public Health. Nine Health Districts give full time service of incalculable value to students resident in Divisions situated in whole or in part within the Health District boundaries. Five additional Divisions have made application for the establishment of Health Districts.

The services provided by the Health Districts are comprehensive. They include home visits, school visits, physical examination of all children, immunization against communicable diseases for school and pre-school children, health lectures, home nursing classes, tuberculin tests, baby clinics, testing of milk and water, provision of vitamin capsules. Some Districts make dental inspections and give actual dental service.

The majority of Divisions not served by Health Districts have made advances in health service. Fourteen Divisions are given full or part-time service by district nurses of the Department of Public Health, with which they cooperate. Eight other Divisions have a regular periodic health inspection. Ten Divisions provide vitamin capsules. Eighteen other Divisions provide immunization against at least two of the diseases—small pox, diphtheria, scarlet fever, whooping cough. Even in those Divisions in which there is no regular health service there is a limited service paid for by municipalities or by parents, with the Divisional Boards co-operating in times of threatened epidemic.

The methods of taking care of the cost of the health services vary. The procedure usually followed in the case of Divisions receiving services from Health Districts is for a contract price to be agreed upon between the Divisions and the Health Districts. In some Divisions, the expenses are borne by



Prep. student in class.



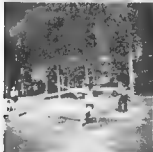
Modern equipment in a Health District laboratory.



Class in Home Nursing.

the Divisions and the Municipalities jointly. Some Divisions contract with local doctors and nurses, others pay the transportation and maintenance of district nurses. In very few instances are the costs paid directly by the parents of the children receiving the service.

# Nutrition Camp



IN THE summer of 1943 an interest in nutrition was sparked in Port Huron, Michigan, by a survey carried out by the Public Health Districts which co-operates very closely with the School District. Since then, the survey has been repeated several times, and the results have been very interesting. In 1943, the survey was carried out by the Port Huron Public Health District. The results of the survey showed that the majority of the children in the district were underweight. This was due to a lack of proper nutrition. The survey also showed that the majority of the children in the district were suffering from various nutritional deficiencies. This was due to a lack of proper nutrition. The survey also showed that the majority of the children in the district were suffering from various nutritional deficiencies. This was due to a lack of proper nutrition.



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# The Superintendent



**B**EFORE the coming of the Divisions the School Inspector's duties were less numerous and varied than they are today. He was expected to visit the schools in his Inspectorate as often as possible and report on the ability of the teachers and the standings of the schools. He also had to advise local boards and act as the agent of the Department of Education in his field in settling differences among boards, parents, teachers and pupils. He was responsible for seeing that the school law was observed in his Inspectorate.

Now he is the Superintendent of a Division. Not only does he carry on his old duties but he is technical adviser to a Board which controls education in an area as big as an English County. He must interpret the law for his Board. He must be ready, on short notice, to report on the work of any teacher or school, to suggest remedies for weaknesses and promotions for merit. He must be something of an assessor, an architect and an expert on heating plants. He must know about wells, pumps and sanitation, about tree-planting and school gardening. In the back of his ear will be found brooms, brushes and library books, almost any school supply from a box of pen-nibs to a water cooler.

He keeps in touch with the teachers of his Division to an extent which stimulates them in their duties. His liberty of action permits him to make a short visit to a school to give help and encouragement or a long visit to test the teacher and the classes. He meets the teachers in groups quite frequently, at conventions, institutes, and syndical meetings. The amount of cooperation obtained by these means is remarkable.

A number of Superintendents publish or cooperate in publishing Divisional news sheets or magazines featuring articles of educational interest. The majority of them contribute to the educational programs of The Alberta Teachers' Association meetings and take an active interest in Home and School Associations. It is common to find them conducting surveys of pupil standings by means of standardized tests and following up the results by suggestions to teachers for remedial instruction.

Much credit is due to the Boards and Superintendents of the first eleven Divisions formed in January, 1937. They started practically on a shoe-string. The instructions they received from the Department of Education were necessarily very general. They had to develop their own organizations. As they developed them they passed on their ideas to their colleagues and to the Department. The Superintendents used to meet occasionally to exchange views and experiences. Bright ideas were freely exchanged, there was no dog-in-the-manger among them. These plans, views, experiences, ideas were gathered together and passed on as additional Divisions were formed, and went a long way towards smoothing their paths of organization.

# The Teacher



**M**ANY have benefited from the formation of School Divisions, not the least of these, the teacher. Under the old system the teacher had little security in the tenure of her position. She was subject to local attack by individual parents, groups of parents, or even, by the trustees themselves, for causes quite unrelated to her teaching ability. Local boards had scant means of judging the suitability of a teacher for a particular school. Her salary did not increase with her efficiency and experience. Often it was in arrears. In 1935 the arrears of salaries in the Province amounted to well over \$200,000.

an average of over \$100 each for 3,000 teachers. Nor could the administrative system provide any effective remedies for these grievances.

With the formation of the Divisions the picture changes. The teacher who does her duty still has a place in the Division even if local prejudice makes it advisable to move her to a different school. No teacher working for a Division has found it necessary to appeal to the Board of Reference for reinstatement, although in one previous year as many as sixty-two cases were heard, nearly all of them from rural school districts. The teacher is not alone but is guided by the guidance of the Superintendent. She has her place in the salary schedule and knows what increase she will receive from year to year. Her salary is regularly and arrears in Divisions have been completely wiped out. She knows that she can present her grievances to the Board and the Superintendent and expect to receive a sympathetic hearing.

To sum up, the teacher's position in the School Division is a comparatively happy one. She can look back on the past without regret, take comfort in the present and look forward to the future in the expectation of security and additional recognition of her worth.



Teachers' Residences.

# Statistics

Names of School Districts	Secretary of Sons of the American Legion	Address
1. Bear Creek	J. A. Lundy	Taneytown
2. St. Mary's River	S. Ralston	Cardenas
3. Peasopack	Edison Trench	Peasopack
4. Medicine Hat	T. G. McLaughlin	Medicine Hat
5. Taber	H. J. Mori	Taber
6. Lethbridge	Max John E. Glover	Lethbridge
7. Acadia	C. G. Peterson	Gyre
8. Salina Lake	H. K. Forsberg	Salina
9. Peace River	P. R. Sprout	Peace River
10. Lac Ste. Anne	F. W. Wiggins	Sampson
11. Duro	L. W. Clark	Box 1, Duro
12. Clover Hat	C. E. Bowler	17 Dominion Bank Bldg. Edmonton
13. Grande Prairie	Betty Tringlow	Grande Prairie
14. Rocky Mountain	J. Simich	Rocky Mountain House
15. Beaver Head	C. G. Stalaga	Consort
16. Holden	V. J. Eyer	Holden
17. Lacombe	Mrs. M. Waplesko	Lacombe
18. Vegreville	D. W. Kennedy	Vegreville
19. Camrose	A. G. Lewis	Camrose
20. Two Hills	P. M. Sharvack	Two Hills
21. Hinton	H. T. H. Roberts	Hinton
22. Snowy Plains	H. H. Wells	Snowy Plains
23. Sprague	E. H. Hinton	37 Ganey Block Edmonton
24. Vermilion	J. R. Evelyn	Vermilion
25. Cochrane	Mrs. W. Pennington	Cochrane
26. Carleton Place	A. B. Wright	Carleton
27. Carleton Place	A. P. Gurn	Carleton
28. Packer Creek	Mrs. J. F. Fier	Packer Creek
29. Drumheller	H. D. Gault	Drumheller
30. Olds	S. J. Gault	Olds
31. Wainwright	O. G. Gault	Wainwright
32. Ponson	J. H. Gault	Hughesville
33. Ponson	De Rosa Nelson	Ponson
34. Red Deer	R. C. Gault	Red Deer
35. Wainwright	R. A. Gault	Box 215 Wainwright
36. Wainwright	W. Gault	Wainwright
37. Wainwright	Joe W. Donald	High River
38. Wainwright	Mrs. Mary Kibbitt	Sandy Lake
39. Wainwright	H. C. Gault	St. Albans
40. Calgary	E. D. Gault	1001 11th Avenue W. Calgary
41. Athabasca	J. A. McIntyre	Cochrane
42. Bow Valley	A. E. Gault	Calgary
43. E. I. P.	G. E. Gault	Brooks
44. St. Paul	J. A. McLaughlin	St. Paul
45. Banffville	V. J. Gault	Banffville
46. Spruce River	Joe Felt	Spokane River
47. McLaughlin	Mrs. Myrtle Fraser	McLaughlin
48. McLaughlin	F. G. Gault	Therby
49. Fairview	Mrs. M. P. McLaughlin	Fairview
50. Lac La Poudre	Mrs. M. P. McLaughlin	Lac La Poudre

An additional number of Divisional children attend non-Divisional High Schools for whom the Divisions pay tuition. Many of them are resident in the Divisions.

Assessed Value of Divisions	Number of Schools Divisions at Disposal	Number of One-Room Schools in Divisions	Number of Two-Room Schools in Divisions	Number of Schools with Three or More Rooms	Number of One-Room Schools in Divisions	Number of Two or More Room Divisions High Schools	Number of other Divisions in Divisions High Schools	Number of other Divisions in Divisions High Schools	Number of other Divisions in Divisions High Schools	Schools (Over 1000)		
										Elementary School (Grades I-VI)	Intermediate School (Grades VII-IX)	High School (Grades X-XII)
\$ 895,100	28	11	1			1	4			145	10	32
9,004,261	57	20	5	5	2	4	4			1,390	378	209
5,506,799	142	29	3	5	2	5	5			817	294	85
9,123,100	115	46	4	1	2	1	4			968	368	68
4,187,458	70	10	5	2		1	5			574	193	67
2,555,131	86	18	3	14	1	11				1,708	737	300
2,877,840	50	55	5		1	3	3			533	151	75
5,992,485	79	10		1	2	5	5			584	170	85
3,177,805	67	35	5	1			4			1,055	354	77
3,559,756	71	42	1	1		1	5			1,513	476	197
502,496	44	18	1	2	1		2			1,548	277	38
11,712,00	78	30	19	3		1	10			2,218	787	250
9,155,411	68	71	3				3			1,398	418	36
5,912,697	75	75	5			1	4			1,241	553	87
2,575,214	81	37	2	1			7			685	333	91
2,888,965	77	35	3	3		2	5			1,252	186	117
6,838,935	55	38	30	5		1	10			1,798	657	151
7,291,516	67	36	5			1	4			1,325	370	33
6,144,461	70	30	6	2	3		5			1,301	428	86
7,111,399	71	48	17	9	1	2	6			2,259	685	244
4,586,586	72	32	1	1			6			305	547	41
4,577,742	71	53	7	1	3		3			1,788	619	160
1,100,705	84	57	18	5	4		10			2,943	735	254
10,734,203	109	79	3	2	3	1	2			1,215	485	135
8,271,050	78	29	1				3			779	254	29
5,922,580	83	43	1	1	1		3			655	307	49
3,440,384	85	30	1	3	2	1	5			183	250	71
5,727,587	58	10	1				2			539	137	7
1,116,890	81	57	4		3		3			895	518	94
1,251,800	95	94	1		5		5			1,640	586	88
6,271,149	70	52	2	1	1	1	1			746	589	80
5,577,715	72	18					5			418	278	5
7,078,797	71	71	3	3		3	3			1,800	454	65
10,698,729	40	11			1	3	3			1,246	678	50
6,854,850	85	49	2	1			7			1,284	744	38
6,988,827	92	77	5	2			7			2,364	625	85
12,125,006	77	21	1	3	5	1	1			886	384	80
4,962,473	71	41	24	6	1	3	10			2,259	622	290
12,795,681	85	52	4	3			5			965	387	105
14,596,788	78	30	7	6			9			1,115	370	80
2,668,641	80	19	5	3	2		7			1,877	164	65
6,612,982	55	15	3	3	1	2	1			417	177	111
2,525,805	64	19	5	1	1	2	4			1,615	778	197
1,458,182	64	51	5	3			4			1,077	568	29
2,697,735	60	43	4	3	1	2	1			1,302	353	75
5,278,670	60	31	3	2	2					950	265	80
1,398,866	51	45	1							625	91	
2,594,870	58	59	5	1	1		2			1,008	255	76
2,681,182	43	30	5	1	1		1			782	211	29
800,582,018	2659	2247	249	113	67	49	241			51,965	11,878	4,352

\* As at June 30, 1963

# Equalization of Taxation

THE Divisional Board requisitions from tax collecting authorities, municipalities, such amounts as may be required in excess of the Government grants to finance the Division. The mill rate is then struck by the tax collecting authorities. Each ratepayer is taxed according to the assessed value of his property.

While differences exist as among Divisions depending upon their wealth, their school population and the services provided, the rate of taxation within a single Division is uniform. There may be minor differences in any year between municipalities depending upon the immediate state of the school tax reserve fund but over a period of years these average out.

The formation of large Municipal Districts, which has also been proceeding, aids in the equalization of taxation. This is particularly the case when the boundaries of the School Divisions and new Municipalities are co-terminous or nearly so. Within the latter all of the ratepayers belonging to one School Division pay taxes at the same mill rate.

The following table shows the highest and lowest mill rates in a group of school districts before their inclusion in Divisions.

School Division	In school districts before inclusion in Division	
	Lowest Mill Rate	Highest Mill Rate
A	1	16
B	2	25
C	2	21
D	6	32
E	7	30
F	6	20
G	5	40
H	6	30
I	5	45
J	5	15
K	3	12.5
L	4	15

\*These Divisions, designated by letters, are typical and are sufficient to illustrate the extent to which equalization of school rates has taken place.

# Liabilities

ALL Divisional Boards, with the exception of those of five Divisions located in Special Areas (drought regions), assumed the liabilities of the rural districts within the Divisions. Disregarding the Divisions included in the Special Areas the liabilities of which were assumed by the Department of Lands and Mines, liabilities to the extent of approximately \$1,660,550 were assumed. This amount includes arrears of teachers' salaries, a large portion of which was paid by the Government of Alberta, unpaid salaries both overdue and not yet due) and all other outstanding accounts incurred by the constituent districts.

Divisions, since their establishment, have paid on these liabilities from revenue, approximately \$1,123,750. Practically all of the arrears in salaries have been paid. Teachers now receive their cheques at the end of each calendar month. No Divisions have been in default in the payment of salaries.

Projects involving capital expenditures now undertaken are financed from current revenue, accumulated building funds, short term bank loans and sale of debentures. Since the formation of the Divisions they have sold debentures to the extent of \$162,400. The total debenture debt of the Divisions, including that taken over from the local districts, amounted at one time to \$1,137,400. This had been reduced to approximately \$566,300 by the end of the fiscal year 1943.

Many Divisional Boards found it possible to compromise with debenture holders for a reduction of interest, some few for scaling down in principal. The greater prestige of the Divisional Boards and their business-like approach made possible this accomplishment which would have been difficult under the former set-up consisting of a large number of small units. The total reduction in liabilities would seem to be creditable considering the number of buildings erected and the new and increased services given by the Divisions.

# COSTS

WHEN Divisions were first formed in 1937 it was expected with justifiable confidence that there would be an overall saving in operation costs. This saving has been realized in three departments, administration, fuel, supplies and equipment. It is obvious that the business operation of 60 or 80 districts from one office must be much more economical than the administration of these as separate individuals. This has been abundantly proved. The purchase of fuel in 500-ton and 100-cord lots has a tremendous advantage over orders for ten tons and two cords. The wholesale purchase of supplies and equipment was impossible for local districts, and wholesale prices effect a saving up to 40 per cent.

However, many services have been extended and new services instituted. Some of these are Divisional High Schools, van service for centralized schools, operation of dormitories, health services (in 1935-36 a negligible amount, in 1943, \$46,120), building programs, correspondence courses for students resident in the Divisions who are unable to attend school, and libraries which while administered with the greatest possible economy, have increased the expenditure at least in direct proportion to the service rendered.

When the Divisions were first formed teachers' salaries were beginning to show a definite upward trend. A comparison of the cost of operation on the basis of the average per room for the year 1935-36 and 1942-43 with the average salaries of teachers for the same years shows that the increase in the average salaries of teachers is 54.6 per cent of the total increased cost of operation per room, the average increase in teachers' salaries over this period being \$241.64. This is, of course, a situation which the taxpayers of the province must be prepared to accept if they wish the schools of the Province to be staffed by efficient and understanding teachers. In order to attract a high type of personnel to the teaching profession, the salaries must continue to increase. It might be pointed

out also that teachers' salaries constitute 70 per cent of the school budget and that any economies that are brought about must be from the remaining 30 per cent of the budget.

The cost of operation of all rural districts in the year before the Divisions were instituted was \$3,368,177, and the average cost per room was then \$981.98. In 1938, with twenty-two Divisions in operation, the average cost of operation per room in Divisional Schools was \$1,077.98, an increase of \$96.00 per room, while in the same year, the average cost of operation in rural non-Divisional school districts (which comprised approximately fifty per cent of the rural school area of the Province) was \$1,101.01 per room which exceeded the average cost of operation of Divisional Schools by \$23.03 per room. War conditions have very greatly increased the cost of materials required for repairs, of labour and of equipment. Upon weighing carefully all the facts, one would expect that the total cost of operation of schools would mount up considerably.

A study covering the entire period of operation of the Divisions shows that the cost of operation of schools has increased since the institution of the Divisions. The increase is due to extended and to new services, to the increase in teachers' salaries, and to the increased cost of living, of labour, and of materials rather than to the system of administration. These extended and new services are not measurable in terms of dollars and cents but in human welfare and the Divisional system of administration assuredly brings the rural population of the Province nearer to the day of realization of that "fundamental ideal of democracy," equality of opportunity in education.



# In Rural Schools Today



A group is a source of enjoyment for the present as for the future.



Students do their best for the future.



A learning experience.



Students are learning to work together.



The first step is to learn to work together.



Students are learning to work together.





View of school building.



Children.



Children at work.



Children in a group activity.



Children sitting on the floor during the program.



Children sitting at the table.

# A Program for Action

## THE SCHOOL

- I More commodious, more modern and more attractive school buildings with gymnasiums, auditoriums, landscape gardening, extensive playgrounds and modern equipment.
- II Greater centralization of schools for Elementary and Intermediate grades to provide graded school opportunities for rural pupils.
- III High School facilities for rural pupils equal to the best offered in the larger towns and cities.
- IV Facilities for offering purposeful courses in Agriculture, Homemaking, Farm Mechanics, Community Living.
- V A guidance service available to all children and young people in the Division.
- VI More travelling instructors in special subjects such as General Shop and Home Economics.
- VII Supervising teachers in every Division to supplement the work of Superintendents in solving teachers' instructional problems.
- VIII Facilities for improved instruction in aesthetic subjects such as Music and Art.
- IX Still more extensive library service.

## THE COMMUNITY

- X Health District services for every school and pre-school child in the Divisions.
- XI The School a Community Centre with all members awake to the opportunities of rural citizenship.
- XII Home and School Associations in every Division.
- XIII Greater attention to organized sports, fairs and festivals.

\* \* \*

## THE TEACHER

- XIV The teaching profession made more attractive by community good will, increased salaries and improved living conditions.

+ \* \*

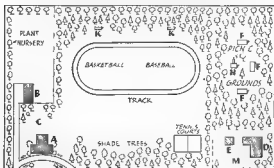
## FINANCE

- XV Equalization of tax incidence over the whole province.

In short, the establishment of "agencies for discovering abilities for providing means for the development of abilities and for stimulating youth to develop them" to the end that there may be equality of educational service for all children in Alberta.

# *Suggested Plan for RURAL COMMUNITY CENTRE ..*

SCALE 0 50 100 150 200  
FEET YARDS



- A** - School
- B** - Barn
- C** - Playground for small children
- D** - Hall & Office

- E** - Caretaker
- F** - Picnic Tables
- H** - Stove
- K** - Seats
- M** - Parking Area





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Play Under Supervision



Physical Culture is fun!